

## Message Text

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FM AMEMBASSY MOSCOW  
TO SECSTATE WASHDC 2188

CONFIDENTIAL MOSCOW 9795

E.O. 11652: GDS  
TAGS: PFOR, CGEN, UR, US  
SUBJECT: KIEV-NEW YORK CONSULAR DISTRICTS

1. JUST BEFORE SECRETARY'S LUNCHEON FOR GROMYKO IN GENEVA JULY 11, KORNIYENKO DREW COUNSELOR SONNENFELDT AND AMBASSADOR STOESSEL ASIDE AND RAISED QUESTION OF KIEV-NEW YORK CONSULAR DISTRICTS. HE PRESENTED TABULATIONS TO EFFECT THAT POPULATION AND TERRITORY OF PROPOSED DISTRICT FOR SOVIET CONSULATE (EIGHT STATES, INCLUDING MASSACHUSETTS BUT NOT RPT NOT PENNSYLVANIA OR OHIO) WERE LESS THAN COMPARABLE TOTALS FOR DISTRICT PROPOSED FOR U.S. CONSULATE IN KIEV (ALL OF UKRAINIAN SSR). ALSO, HE NOTED, PROPORTION OF CLOSED AREAS IN U.S. STATES WAS GREATER THAN IN UKRAINE. (GARRISON HAS COPIES OF PAPERS PRESENTED BY KORNIYENKO.) HE URGED ACCEPTANCE OF SOVIET PROPOSAL AND SAID SOVIET POSITION WAS FIRM AGAINST INCLUDING MOLDAVIAN SSR IN KIEV CONSULAR DISTRICT.

2. WHEN SONNENFELDT QUERIED REASON FOR SOVIET REFUSAL TO INCLUDE MOLDAVIA, KORNIYENKO SAID ONLY THAT MOLDAVIAN AUTHORITIES WOULD RESENT IT IF JURISDICTION OF U.S. CONSULATE IN UKRAINE EXTENDED TO MOLDAVIA. HE ACKNOWLEDGED THAT DISTRICT OF ONE CONSULATE IN KIEV INCLUDED MOLDAVIA, BUT THIS WAS NOT TRUE OF OTHER CONSULATES. QUERIED ON OVERALL PROPORTIONALITY OF PROPOSED DISTRICTS IN U.S. AND USSR, KORNIYENKO SAID IT WAS ABOUT THE SAME IF ALASKA AND HAWAII INCLUDED FOR U.S.

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3. KORNIYENKO INSISTED THAT NEW YORK CONSULAR DISTRICT

SHOULD INCLUDE MASSACHUSETTS AND THAT SOVIETS WERE NOT  
INTERESTED IN TRADING OFF MASSACHUSETTS FOR PENNSYLVANIA.

4. WHEN AMBASSADOR COMMENTED THAT WE WERE CONCERNED ABOUT  
PRECEDENT WHICH WOULD BE SET FOR FUTURE CONSULATES IF OUR  
KIEV CONSULATE WERE RESTRICTED TO ONE REPUBLIC, KORNIYENKO  
SAID SOVIETS WOULD BE WILLING TO STATE THAT DECISION RE  
KIEV WOULD NOT CONSTITUTE PRECEDENT FOR FUTURE CONSULATES.

5. SONNENFELDT SAID U.S. WAS CONCERNED ABOUT EXCLUSION OF  
MOLDAVIA FROM KIEV CONSULAR DISTRICT. HE INDICATED WE WOULD  
CONSIDER KORNIYENKO'S PRESENTATION AND WOULD REPLY IN DUE  
COURSE.

6. COMMENT: KORNIYENKO'S APPROACH IS CONSISTENT WITH  
RECENT SOVIET STATEMENTS ON PROBLEM OF CONSULAR DISTRICTS.  
HIS FIGURES ON POPULATION AND TERRITORY OF PROPOSED DISTRICTS  
ARE REALLY NOT RELEVANT; PROBLEM CONTINUES TO BE STUBBORN  
SOVIET REFUSAL TO PERMIT U.S. CONSULATE IN KIEV TO OPERATE  
IN MOLDAVIA, A POSITION WHICH IS ARTIFICIAL AND ILLOGICAL  
BUT WHICH UNDOUBTEDLY IS MOTIVATED BY POLITICAL CONSIDERATIONS.

7. WE FIND OF INTEREST KORNIYENKO'S STATEMENT THAT SOVIETS  
WOULD BE PREPARED TO STATE THAT DECISION TO CONFINE DISTRICT  
OF U.S. CONSULATE IN KIEV TO ONE REPUBLIC WOULD NOT BE PRE-  
CEDENT FOR FUTURE. HE HAS NOT BEEN SO CATEGORIC IN PAST.  
IF SOVIETS PUT THIS IN WRITING, AND IF PENNSYLVANIA EXCLUDED  
FROM DISTRICT FOR SOVIETS' NEW YORK CONSULATE, WE BELIEVE THIS  
MIGHT BE AN ACCEPTABLE FALL-BACK POSITION. IT WOULD BE  
DESIRABLE TO HAVE MOLDAVIA FOR THE KIEV DISTRICT, BUT IT IS NOT  
ESSENTIAL. WE MUST ENSURE, HOWEVER, THAT ANY U.S. CONSULATE IN  
CENTRAL ASIA OR THE CAUCASUS WOULD HAVE JURISDICTION OVER  
NUMBER OF REPUBLICS IN THAT AREA, AND IT WOULD BE ADVISABLE  
TO HAVE CLEAR UNDERSTANDING ON THIS BEFORE FINAL  
AGREEMENT IS REACHED ON KIEV-NEW YORK ARRANGEMENTS.

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